

Message Text

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PAGE 01 COPENH 01368 161811Z

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ACTION EB-11

INFO OCT-01 EUR-25 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00

DOT-00 INR-10 NSAE-00 RSC-01 FAA-00 IO-14 PM-07 H-03

L-03 NSC-07 PA-04 PRS-01 SP-03 SS-20 USIA-15 ACDA-19

DRC-01 /154 W

----- 046511

P R 161638Z MAY 74

FM AMEMBASSY COPENHAGEN

TO SECSTATE WASHDC PRIORITY 9005

INFO USMISSION BERLIN

AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY OSLO

AMEMBASSY PARIS

AMEMBASSY STOCKHOLM

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E.O. 11652: NA

TAGS: ETRN DA

SUBJ: CIVAIR - COPENHAGEN-BERLIN SERVICE

REF: STATE 101280

BEGIN SUMMARY. EMBASSY MADE STRONG FOLLOW-UP
DEMARCHE TO FONOFF UNDER SECRETARY MAY 16 URGING
RECONSIDERATION OF DANISH REFUSAL TO AUTHORIZE
PANAM U.S.-COPENHAGEN SERVICE VIA BERLIN. UNDER
SECRETARY EMPHASIZED SERIOUS ECONOMIC LOSSES
TO SAS EAST BERLIN ROUTE WHICH APPROVAL OF PANAM
SCHEDULE WOULD ENTAIL BUT PROMISED TO GIVE SE-
RIOUS CONSIDERATION TO POLITICAL FACTORS IN CASE
DURING REVIEW OF ISSUES WITHIN GOVERNMENT WHICH
WOULD START IMMEDIATELY. HE ALSO TOLD US THAT
AVIATION NEGOTIATIONS WITH EAST GERMANS RESUME
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PAGE 02 COPENH 01368 161811Z

IN COPENHAGEN NEXT WEEK AT WHICH TIME QUESTION

OF SAS UTILIZATION OF BERLIN CORRIDOR ON WEST
BERLIN ROUTE MIGHT ARISE. ACTION REQUESTED:
(A) GUIDANCE OF U.S. POLICY REGARDING USE OF
BERLIN CORRIDOR; (B) INCLUSION OF OSLO AND STOCKHOLM
ON ALL MESSAGES THIS SUBJECT. END SUMMARY.

1. IN ABSENCE OF AMBASSADOR, PRESENTLY IN GREENLAND,
DCM AND ECONOFF CALLED ON FONOFF UNDER SECRETARY
JENS CHRISTENSEN MAY 16 TO STRESS STRONG INTER-
EST USG HAS IN BERLIN-COPENHAGEN SERVICE AND URGE
RECONSIDERATION OF DANISH POSITION. SINCE CHRISTENSEN
HAD NOT YET RECEIVED REPORT FROM DANISH EMBASSY,
WE PROVIDED COPY OF SUBSTANTIVE PORTIONS USG
NOTE AS PER REFTEL.

2. CHRISTENSEN DISPLAYED INTIMATE KNOWLEDGE
OF CASE, INCLUDING HISTORIC BACKGROUND OF WHOLE
BERLIN ROUTE QUESTION. HE READILY AGREED TO PO-
LITICAL IMPORTANCE OF BERLIN TO WEST AND SAID
HE WAS PREDISPOSED TOWARD SYMPATHETIC CONSIDER-
ATION OF USG POSITION ON MAINTAINING BALANCE
IN BERLIN AIR SERVICES. ON OTHER HAND, HE FELT
QUESTION WAS CONSIDERABLY COMPLICATED BY OTHER
FACTORS, NOT THE LEAST OF WHICH WAS UNCERTAINTY
IN HIS MIND AS TO WHETHER POLITICAL OR AVIATION-
ECONOMIC CONSIDERATIONS WERE UPPERMOST IN MIND
OF THREE ALLIES IN THEIR BERLIN AVIATION POLICIES.

3. CHRISTENSEN QUESTIONED WHETHER LONG-HELD
POLICY TO PERMIT ONLY THREE-POWER AIRLINES TO
UTILIZE BERLIN CORRIDOR WAS STILL TENABLE.
HE SAID THAT, IN RECENT TALKS WITH EAST
GERMANS, DANES HAD GOTTEN IMPRESSION THEY HAD
NO SPECIAL SENSITIVITIES IN THIS REGARD. HE
EXPECTED THAT THIS HYPOTHESIS WILL BE TESTED
NEXT WEEK WHEN EAST GERMANS COME TO COPENHAGEN
FOR AVIATION TALKS, INCLUDING ISSUE OF OVERFLIGHT
RIGHTS FOR SAS TO WEST BERLIN. SHOULD HE BE
CORRECT AND EAST GERMANS INDICATE NO OBJECTIONS
TO SAS USE OF BERLIN CORRIDOR, CHRISTENSEN WON-
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PAGE 03 COPENH 01368 161811Z

DERED ABOUT THREE-POWER REACTION.

4. CHRISTENSEN POINTED ALSO TO ANOTHER BASIC
CONSIDERATION WHICH DENMARK AND OTHER SCANDINAVIAN
GOVERNMENTS COULD NOT IGNORE, NAMELY INTERESTS
OF SAS NOT ONLY IN POTENTIAL WEST BERLIN ROUTE
BUT ALSO IN PRESENT ROUTE TO EAST BERLIN. LAT-
TER, HE SAID, WAS OBTAINED ONLY AFTER YEARS OF

PATIENT NEGOTIATIONS WITH EAST GERMANS AND ROUTE'S ECONOMIC VIABILITY WAS CLEARLY BASED ON PASSENGER TRAFFIC IT CARRIES FOR WEST BERLIN. SHOULD PANAM INSTITUTE ITS NEW SERVICE, CHRISTENSEN FELT SAS'S EAST BERLIN ROUTE WOULD BECOME LIABILITY WHICH, GIVEN PRESENT SERIOUS ECONOMIC PROBLEMS OF ALL AIRLINES, DENMARK MUST WEIGH HEAVILY IN PANAM ROUTE CASE.

5. NOTWITHSTANDING HIS INITIAL COMMENTS, CHRISTENSEN SAID THAT, BECAUSE OF THE HIGH IMPORTANCE WE GAVE TO THE QUESTION, HE WOULD CONVENE A MEETING LATER IN THE DAY TO REVIEW THE ISSUES AND DETERMINE WHETHER THE DANISH POSITION COULD BE RECONSIDERED.

6. COMMENT. FROM CHRISTENSEN'S COMMENTS, IT IS CLEAR THAT SAS HAD GOTTEN ITS POINT ACROSS WELL TO THE DANISH GOVERNMENT. IN FIRST INSTANCE, SAS WOULD LOSE THE LIMITED VALUE OF ITS EAST BERLIN ROUTE IF PANAM STARTED DAILY SERVICE TO WEST BERLIN ON THE PRESENTLY PROPOSED SCHEDULE. SECONDLY, SHOULD THE EAST GERMANS AGREE TO SAS OVERFLIGHT RIGHTS TO WEST BERLIN, THAT ROUTE WOULD ALSO HAVE LESS VALUE IN THE FACE OF PANAM COMPETITION. ALTHOUGH, IN OUR PRESENTATION, WE EMPHASIZED THE HEAVY IMBALANCE IN SAS AND PANAM REVENUES IN SCANDINAVIA-U.S. ROUTES, THE DANES HAVE OBVIOUSLY FOCUSED MORE NARROWLY ON THE ECONOMICS OF THE COPENHAGEN-BERLIN ROUTE AND, WE SUSPECT, IT WILL BE DIFFICULT TO SHAKE THEM FROM THAT VIEW. OUR PRINCIPAL CARD IS OUR EMPHASIS ON THE OVERALL POLITICAL CONSIDERATIONS LIMITED OFFICIAL USE

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PAGE 04 COPENH 01368 161811Z

WHICH, WE URGED, SHOULD BE OVERRIDING IN THIS CASE. WE WILL FOLLOW UP FRIDAY WITH FONOFF IN ATTEMPT TO LEARN WHICH WAY THEIR THINKING IS MOVING.

7. ACTION REQUESTED. (A) GUIDANCE REQUESTED ON U.S. POSITION REGARDING NON-ALLIED USE OF BERLIN CORRIDOR. (B) DEPARTMENT AND OTHER ADDRESSES SHOULD INCLUDE BOTH STOCKHOLM AND OSLO FOR INFO ON ALL MESSAGES THIS SUBJECT SINCE AVIATION POLICY DECISIONS OF THIS NATURE ARE ALWAYS MADE IN CLOSE CONSULTATION AMONG ALL THREE SCANDINAVIAN GOVERNMENTS.
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